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During this period DOE hired and trained 140 temporary employees to process election materials and over 2792 precinct poll workers for Election Day. A majority of these individuals required training in the use of the optical-scan equipment, as well as, new polling place protocols and procedures. In addition, an extensive community outreach program was launched to inform and educate the public on the use of the optical-scan equipment. With the motto "The Eagle Has Landed," DOE conducted a series of media campaigns along with on-site demonstrations to familiarize the voters of San Francisco with the new voting machines.

Problems encountered in this pre-election phase included inadequate hands-on training time in the use of the optical-scan equipment. Lack of training classrooms and the greater than normal number of poll workers needed complicated this process. Under previous conditions, only 3 poll workers were required per precinct. But with the need to assist voters with the new voting technology, that number rose to 4.4 per site. Temporary employee and permanent staff turnover was high. This resulted in greater overtime costs.

November 7 to December 4, 2000: Conducted election and post election canvass activities. Election certified by Director Fado on December 4.

Of 486,636 registered voters, 324,031 voted on November 7, 2000 (67%). Of this total, 241,234 precinct ballots (74%) and 82,797 absentee ballots (26%) were cast. Each ballot consisted of three ballot cards. The ballot processing implications related to this voter turn-out were: (1) with three ballot cards per voter, over one million ballots cards had to be canvassed, (2) close to 250,000 absentee ballot cards had to be manually sorted and prepared for the machine count, and (3) with 29 ballot types, additional care needed to be exercised to report each type with accuracy.

Significant problems emerged during this phase of vote processing. The size and weight of the ballot cards complicated their retrieval, transportation, and receipt. Space constraints at elections central in City Hall along with alternate canvassing sites (Bill Graham Auditorium and Brooks Hall) led to logistical confusion and communication problems. Election staff was forced to work extended hours causing an increase in processing error rates because of fatigue. (Overtime amounted to 311% over anticipated budget). In addition, a close supervisorial race in District #8 (with a difference of only 6 votes) created concern.

On December 4, 2000 DOE Director Pat Fado certified the November election.

November 20 to December 12, 2000: Prepared and developed a strategic plan for the conduct of the Supervisorial Run-off Elections in 9 districts.

By November 20 it was determined that there would be **run-off** elections in **nine** of eleven supervisorial districts. On November 24, the Deputy Director became Acting Director and lead manager for the run-off elections, which were to take place on December 12. The City Controller became the lead facilitator, and planning for the run-off elections began.

A critical part of this planning phase was to avoid the same logistical problems encountered during the November election. These problems involved poll worker training, ballot recovery logistics, and polling place close out procedures.

December 12 to January 4, 2001: Conducted Run-off Election and post run-off canvass activities. Run-off Election certified by Acting Director Paris on January 4, 2001.

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December 12 to January 4, 2001: Conducted Run-off Election and post run-off canvass activities. Run-off Election certified by Acting Director Paris on January 4, 2001.

The municipal run-off election occurred on December 12, 2000. Out of 398,234 registered voters, 129,629 (32.55%) voted. Of this total, 81,670 precinct ballots and 47,959 absentee ballots were cast. The election was certified on January 4, 2001.

Light voter turnout in combination with a shorter ballot mitigated the types of logistical problems encountered during the preceding November election.

January 5 to January 31, 2001: Prepared and conducted re-count of Supervisorial District 7.

A 34-vote margin in the Supervisorial District #7 run-off resulted in a request for a recount submitted on January 5. After procedural and staff preparations were made, the recount commenced on January 12. By January 25 the recount ended with **18,653** ballots being reviewed and 70 precincts recounted. The margin was changed by only one recounted vote.

February 1 to June 30, 2001: Organizational analysis and renewal best describes DOE programmatic activity during this phase.

Developed an organizational renewal plan (appended).

A new organizational configuration was developed and approved. [Appendix 1] This involved the reconstituting of four divisional arrangements into two divisions managed by two Deputy Directors: Administration and Operations. Under Administration, there will be four task groups: Professional Development and Training, Election Support, Community Outreach, and Campaign Services; in Operations, three task groups: Special Projects, Precinct Services, and Voter Services. A new unit, Management Information and Quality Assurance (MIQA), will be attached to the Director's office. This unit will house the internal MIS functions along with budgetary, procurement, and contracting processes.

In addition, a permanent staff configuration of 21 civil service and 3.75 seasonal employees has been approved. This will replace the traditional temporary status of most DOE employees.

Developed a planning calendar ("MOTOR") for the November election.

"MOTOR" is an electronic calendar that assists in planning, monitoring and evaluating program progress. "MOTOR" involves a strategic planning process that provides an instantaneous overview of programmatic goals, objectives, resources, tasks, and outcomes through a macro and micro electronic retrieval system. The MIQA unit shall exercise the primary monitoring functions of "MOTOR," and alert managers to any discrepancies occurring in the system.

Renegotiated a lease contract with vendor with possibility of upgrade to touch screen technology.

While the lease of the optical-scan voting equipment will continue in the ensuing November and March elections, a part of the continuing contract with the vendor contains provisions for a possible upgrade to touch screen-voting technology. Research on the use of this system by other California counties and other jurisdictions will be conducted before further development will occur.

Searched for new site for DOE operations; developed lease arrangement; submitted to BOS; not passed.

During this phase the Department investigated the availability of larger and more functional office and election operations space. Several sites were explored for possible leasing arrangements. One was recommended to the Board of Supervisors, but was rejected. As a result, DOE will continue to operate from the ground floor of City Hall.

Other activities that DOE conducted in this phase included: developing a plan for **redistricting**; submitting and getting approval for a \$2.5 million supplemental budget to cover overrun costs in the 2000 November and December elections; conducting elections for the Retirement System Board of Directors, the Health Department, and several high school student council elections; and submitting and getting approval for the 2001-02 annual budget.

In April 2001 the Acting Director recommended the creation of a **Diversity Advisory Committee** (Attachment 2). The purpose of this committee is to advise the DOE Community Outreach section on all matters concerning the federal Voting Rights Act and its application to the election processes in the City and County of San Francisco.

Improvement of Election Practices:

On June 16, 2000, the Citizens Advisory Committee on Elections (**CACE**) issued a report to Supervisor Mabel Teng regarding recommendations for increasing the efficiency of the Department of Elections (Attachment 3). In summary, the CACE recommended the hiring of more trained staff, developing consistent policies and procedures, increasing the ability to inform the public, and conducting more thorough and diverse community outreach.

While most of the CACE recommendations have been implemented, the DOE needs to address the following recommended areas covered in the report:

- (1) DOE should seek budgetary approval for increased poll worker compensation with incentives for bilingual skills and poll worker experience
- (2) The transparency of canvassing should be enhanced through video monitoring of the counting process
- (3) DOE should conduct voter turnout studies to target low voter participation areas with intensive community outreach information and education programs.

Issues and Challenges:

1. *Bilingual Voter Assistance and Poll Worker Training:* Under Federal voting rights requirements, if a polling precinct has 5% of its registered voters coming from a non-English speaking group, bilingual poll workers must be supplied to serve that community during an election. Currently, under the Federal mandate there are 197 precincts in San Francisco that must have Chinese-speaking bilingual poll workers. The California Secretary of State guidelines set this language assistance requirement at 3% of registered voters. This calls for 248 precinct polls to have Chinese-speaking bilingual poll workers under the State language assistance provisions. As of July 2001, approximately 100 potential Chinese poll workers have been trained to add to the existing pool of 200 bilingual-Chinese poll workers. During the November 2000 and December 2000 elections, 18,007 registered voters requested voting materials in the Chinese language.

The new 2000 Census figures initially exhibit an increase in **Asian-language** speakers (now constituting 32.6%), and **Spanish-speakers** (now constituting 14.1%) of San Francisco's total population. Preliminarily, there has been a growth of Asian population in Supervisorial District 11, and an increase of Hispanics in District 10. While redistricting will not take effect until the November 2002 municipal elections, DOE anticipates an increase in Chinese- and Spanish-speaking poll workers for the November 2001 municipal election. In addition, Russian, Vietnamese, and Tagalog language translations may be required.

Issue: Recruiting and training 100 additional Chinese-speaking poll workers and 50 Spanish-speaking poll workers. Hiring or contracting bilingual translators in Cantonese, Mandarin, Spanish, and perhaps, Russian, and Tagalog.

Challenge: The number of translated materials and public service announcements will increase costs of conducting elections.

2. *Election logistics and human resource management:* On February 6, 2001, DOE Director Fado in a memorandum to the mayor indicated a number of logistical and human resource management problems that resulted in cost overruns for the November and December 2000 elections. (see attachment)

Issue: Programmatic elements of improved DOE service include: a new departmental organizational configuration; planning and implementation of an electronic calendar; creation of a new management information and quality assurance unit; potential touch-screen voting (with early voting expansion feasibility); intensive training of field election deputies, inspectors, and poll workers; professional development activities for permanent staff; and increased community outreach.

Challenge: There is urgent need to select a new Director and two Deputy Directors by July 31, 2001.

3. *Redistricting:* With the release of data from the U.S. Census Bureau, San Francisco is preparing to conduct redistricting based upon the Charter mandate [Sec. 13.110 (d)] and the U.S. Voting Rights Act (Sec. 2 and 5). An Elections Task Force consisting of 3 members selected by the Mayor, 3 by the Board of Supervisors, and 3 by the Director of Elections will draw the new district lines based upon reapportionment guidelines. This task is to be completed by December 31, 2001. (Changes to these procedures and timeline may take effect pursuant to a Charter Amendment to be placed on the November 2001 ballot.)

Issue: The Voting Rights Act requires that reapportionment not have an adverse impact upon language and ethnic minorities or homeless citizens. It is critical that representation lines be drawn according to "communities of interest."

Challenge: It is critical to stabilize the status of the Director of Elections in order for the Board to pass the enabling legislation for the Elections Task Force.

4. *Proposed Ordinances Affecting the Department of Elections:* The Board of Supervisors has proposed a number of ordinances affecting the Department of Elections.
 - a. Ordinance 011066 amending Sections 535 and 830 of the San Francisco Municipal Elections Code would set a new timeline for submission of paid arguments, require them to be submitted on forms provided by DOE and in electronic format, and increase the fees for paid ballot arguments. These new procedures relate to the Voters Information Pamphlet (VIP).
 - b. Ordinance 01165 reconstitutes the **Citizens Advisory Committee on Elections (CACE)** by changing the procedures and requirements for appointment of its members, and prohibiting certain office-holding, campaign, and lobbying activities by its members.
5. *Proposed Charter Amendments Affecting the Department of Elections:* The Board of Supervisors has proposed a numbers of Charter Amendments affecting the Department of Elections. These will be presented to the voters on the November and March ballots.
 - a. Commission Status: A charter amendment would change the status of the Department *vis-a-vis* the creation of an **Elections Commission**. The Commission will appoint a Director of Elections and set general policies. The staff will consist of permanent civil service employees. At certain times, the Commission will have the discretion of appointing **outside counsel** rather than utilizing the City Attorney. [submitted on November 2001 ballot]
 - b. Instant Run-off: A charter amendment repealing Section 13.102 of the Charter and adding a new Section 13.102 provides for using a ranked-choice or **instant run-off ballot** for the election of

Mayor, Sheriff, District Attorney, City Attorney, Treasurer, Assessor-Recorder, Public Defender, and members of the Board of Supervisors. [March 2002 election]

- c. Redistricting: This proposed Charter Amendment calls for the use of adjusted census figures for the purposes of analyzing population requirements for redistricting Supervisorial districts and to set a deadline for the **Elections Task Force** to redraw supervisorial district lines. [November ballot]

Challenge: If the proposed ordinances and Charter Amendments pass, there are a number of changes in DOE structure and procedures that can be anticipated. The cost implications of such changes have yet to be determined.

Problem: As envisioned in the proposed election reforms, DOE will move from traditional policies, practices, and support systems. The question becomes whether DOE leadership and staff will be able to make the appropriate adjustments.

**APPENDIX 1: DIVERSITY ADVISORY COMMITTEE
(DRAFT)**

[DRAFT]

DIVERSITY ADVISORY COMMITTEE

The purpose of the Diversity Advisory Committee is to advise the *Community Outreach* section of the Department of Elections on all matters concerning the Voting Rights Act and its application to the election processes in the City and County of San Francisco.

The Diversity Advisory Committee shall be representative of the various minority "communities of interest" manifest in San Francisco.

The *Community Outreach* section of the Department of Elections has as its mission the provision of voter information and voter education services. Some of these services include:

- 1.0 Registration information and registration drives at community centers
- 2.0 Absentee voting education and information regarding absentee process
- 3.0 Precinct voting information including practical use of voting technologies
- 4.0 Provisional voting information
- 5.0 Voting rights information under the Voting Rights Act, State Law, and City Charter
- 6.0 Multilingual and bilingual media announcements and voting materials
- 7.0 Development of a resource bank for bilingual poll workers
- 8.0 Provision of important timelines for elections, redistricting, and related election services

Advisory Tasks for 2001-2002

- 1.0 Review and comment on Community Outreach tasks calendar
- 2.0 Review and comment on registration and absentee forms and processes
- 3.0 Review and comment on Voter's Information Packet (VIP)
- 4.0 Review and comment on ballot layouts and language
- 5.0 Review and comment on DOE Vision, Mission, and Goals Statements
- 6.0 Review and comment on redistricting community outreach activities
- 7.0 Review and comment on conduct of November and March elections
- 8.0 Review and comment on future activities for Community Outreach
- 9.0 Review and comment on DOE compliance with Voting Rights Act

Reporting Functions

Reviews and comments by the Diversity Advisory Committee will be contained in written reports which shall be submitted to the group leader for the DOE Community Outreach section and the DOE Director. A departmental response shall be framed. These two reports shall be submitted to the Community Advisory Committee for review and comment before the 2002 November election. A complete formal report combining these three reports shall be sent to the Secretary of State and the U.S. Justice Department no later than December 2002.

Membership Composition

The Diversity Advisory Committee shall consist of fifteen (15) members. Members will be nominated in a public manner. The Director will appoint members from this public pool. Members will reflect the diversity of San Francisco. Consideration shall be given to the following: ethnic minorities, linguistic minorities, sexual preference, gender, seniors, disabled, single parent, and homeless. Length of term in office shall involve one fiscal year commencing July 1.

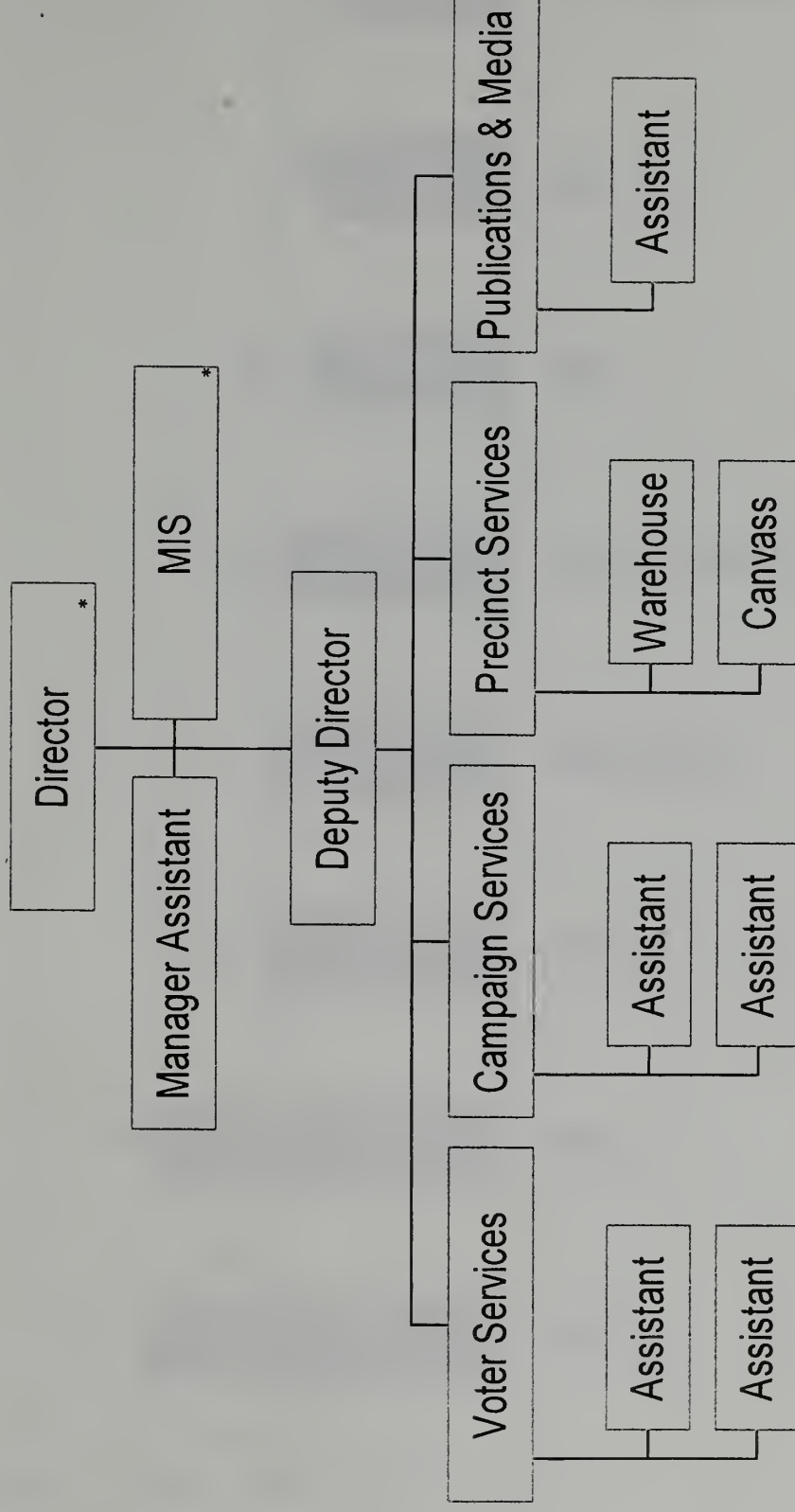
APPENDIX 2: ORGANIZATION RENEWAL PLAN



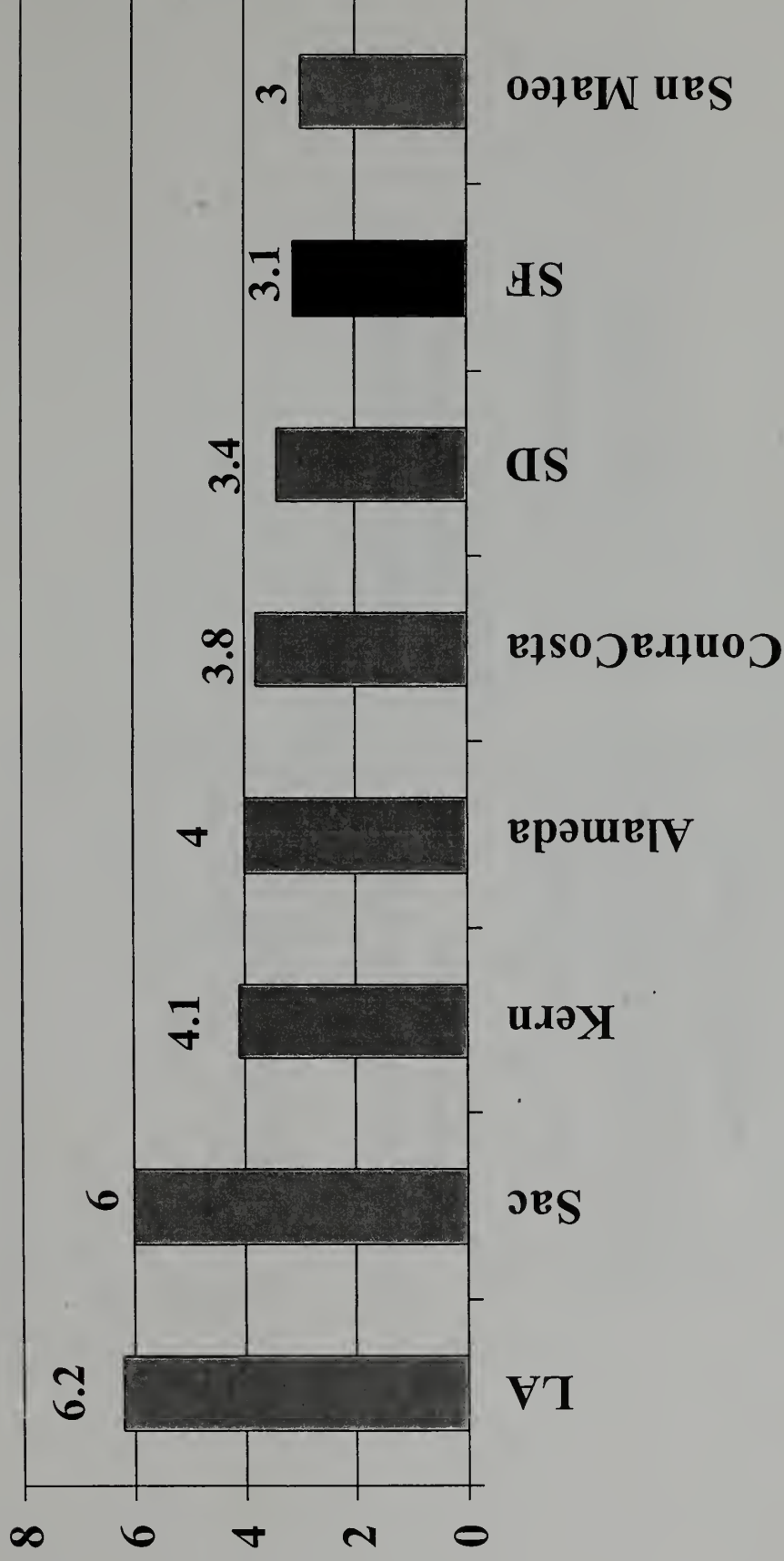
DEPARTMENT OF ELECTIONS
PRESENTATION TO THE FINANCE COMMITTEE
OF THE BOARD OF SUPERVISORS

Wednesday, April 11, 2001

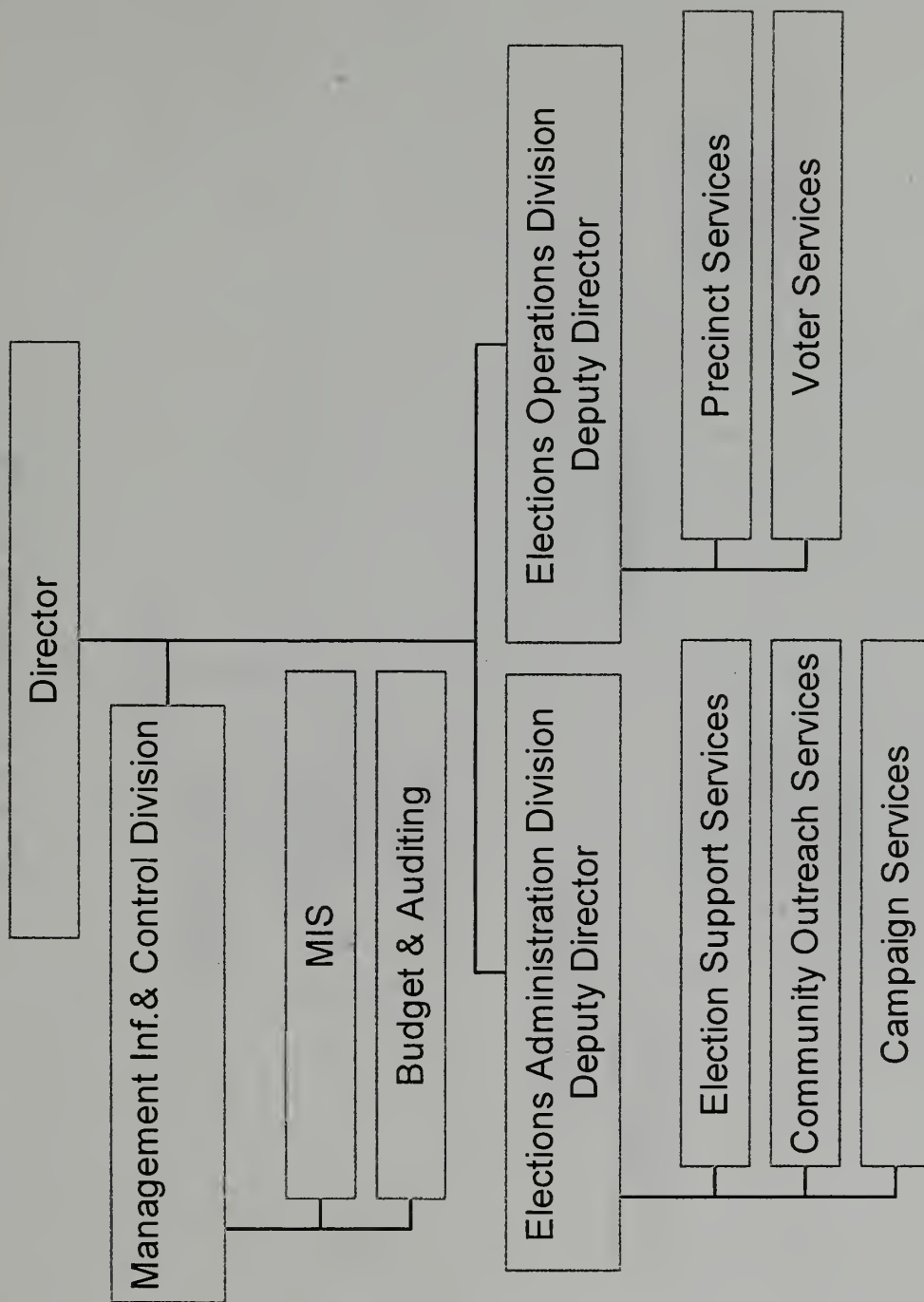
CURRENT APPROVED ORGANIZATION



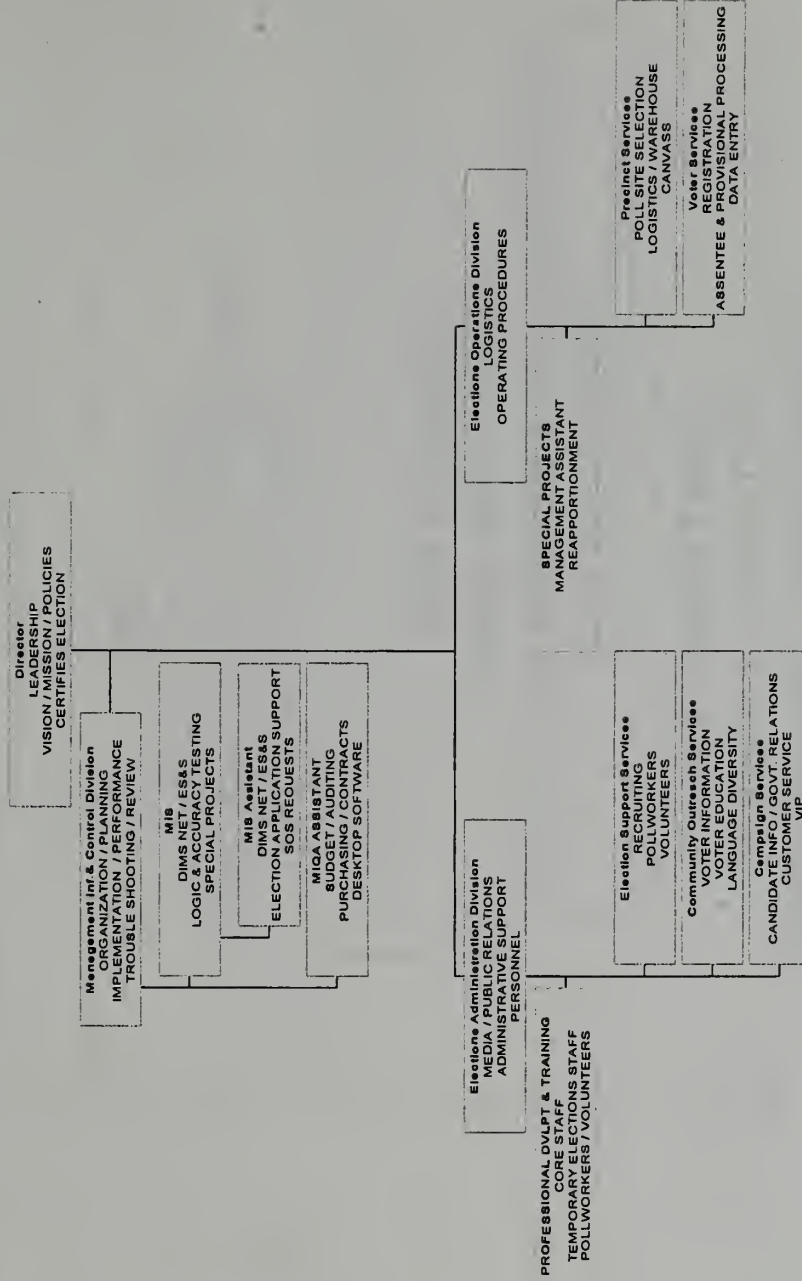
Current Permanent Employees per 100,000 Registered Voters for Selected CA Counties



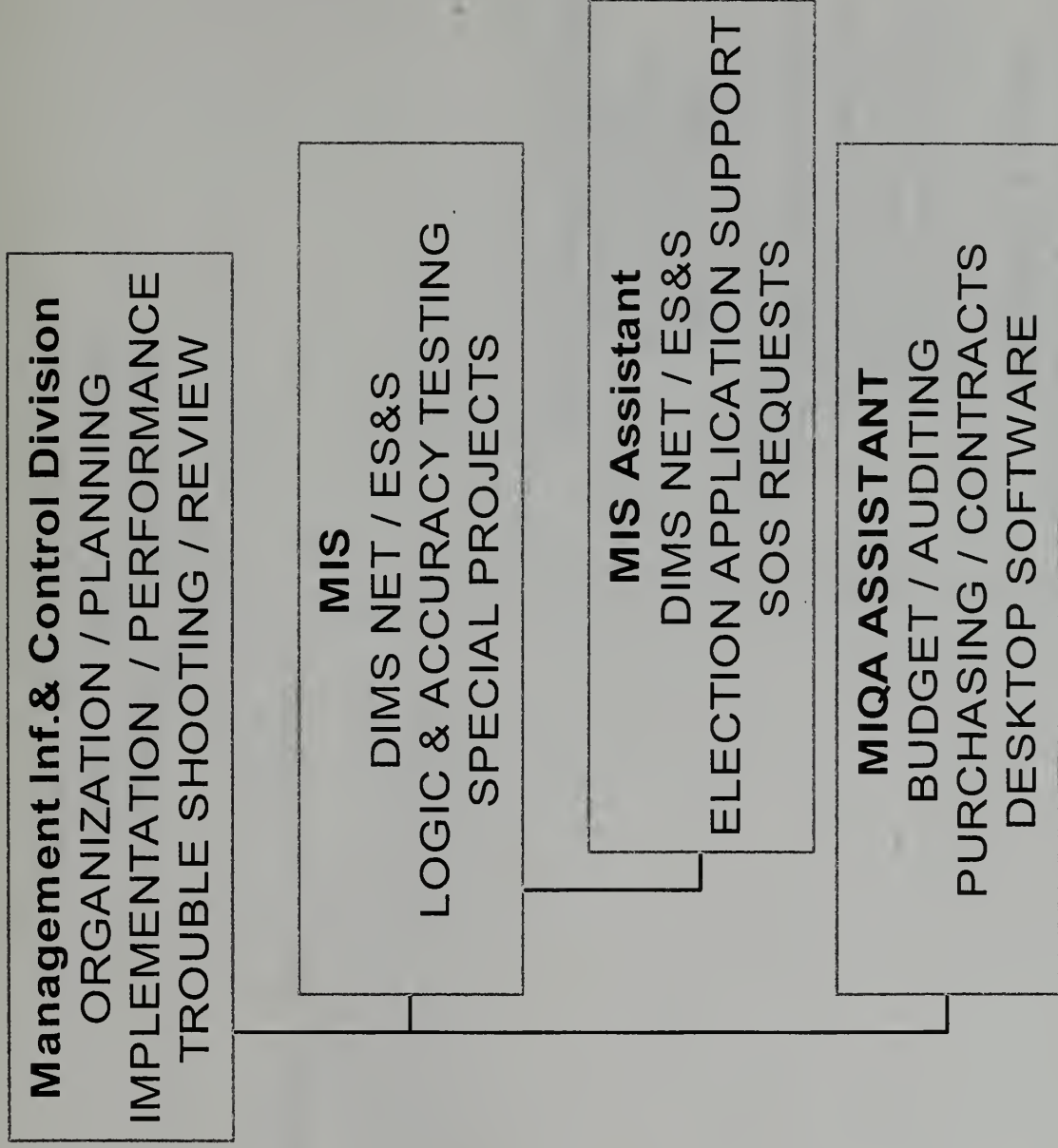
PROPOSED ORGANIZATION CHART



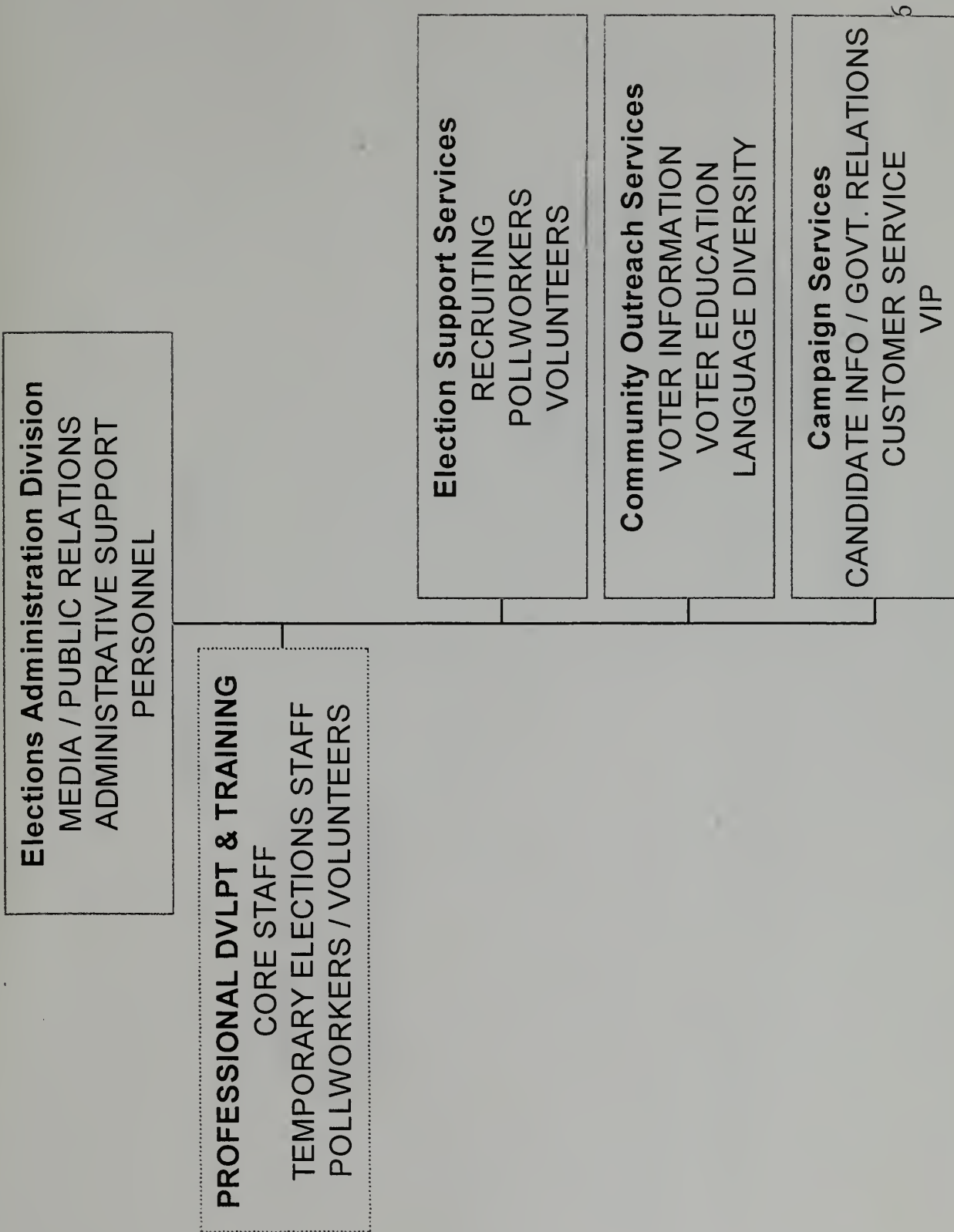
PROPOSED FUNCTIONAL CHANGES



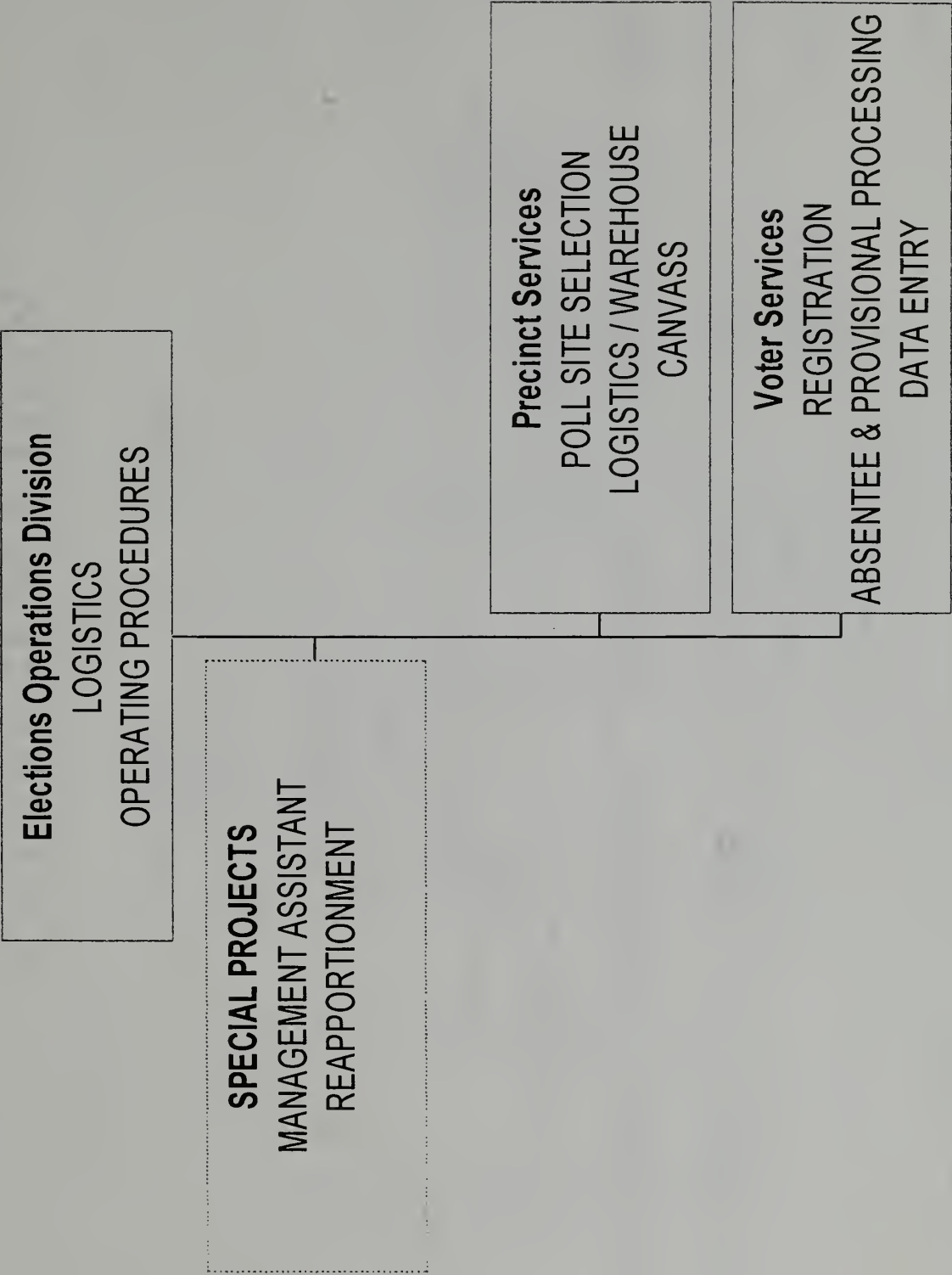
**FUNCTION:
QUALITY ASSURANCE AND CONTROL**



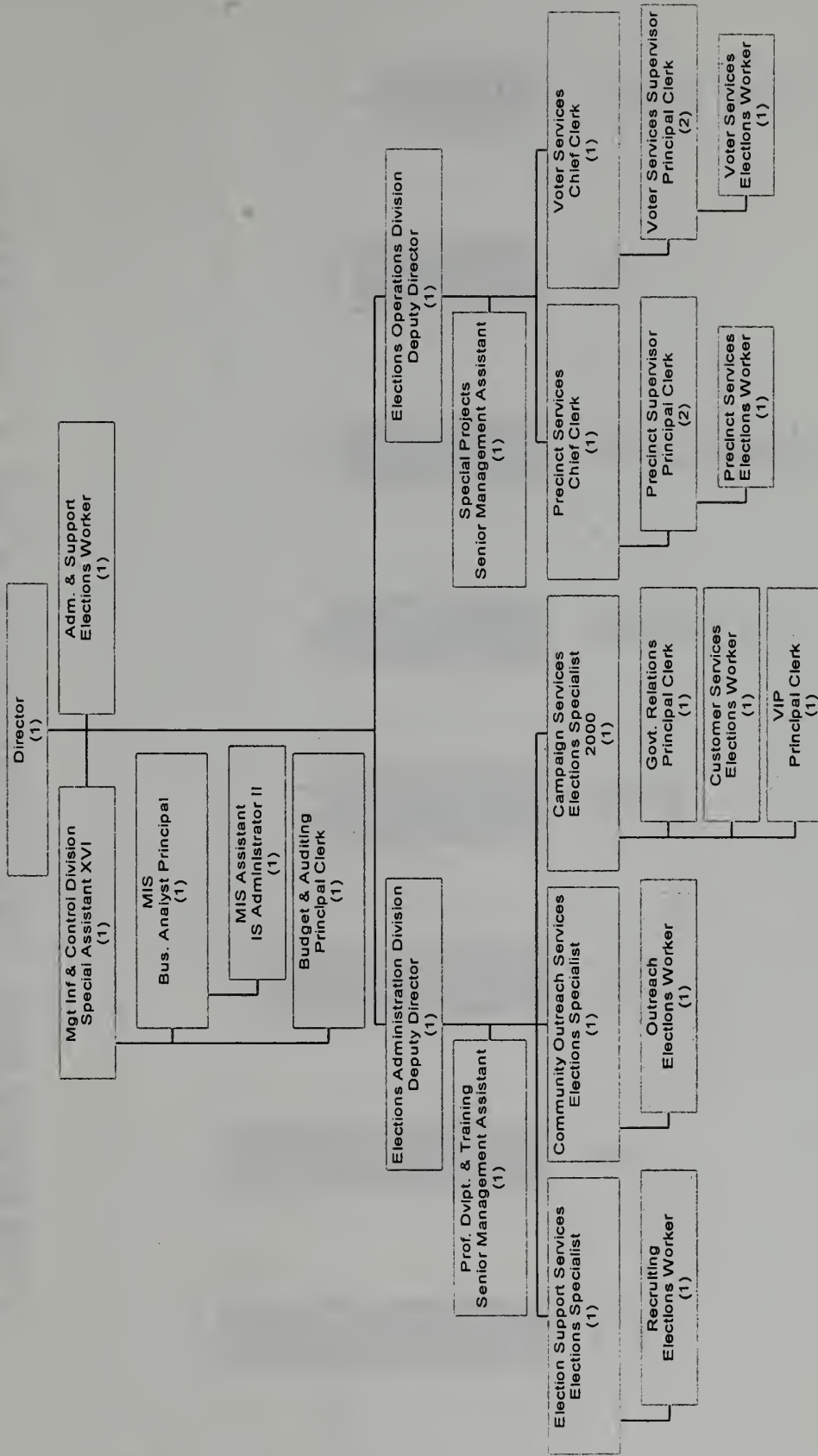
FUNCTION:
HUMAN RESOURCE MANAGEMENT



**FUNCTION:
ELECTIONS LOGISTICS AND OPERATIONS**



PROPOSED STAFFING CONFIGURATION



Note: All positions require election
specialization

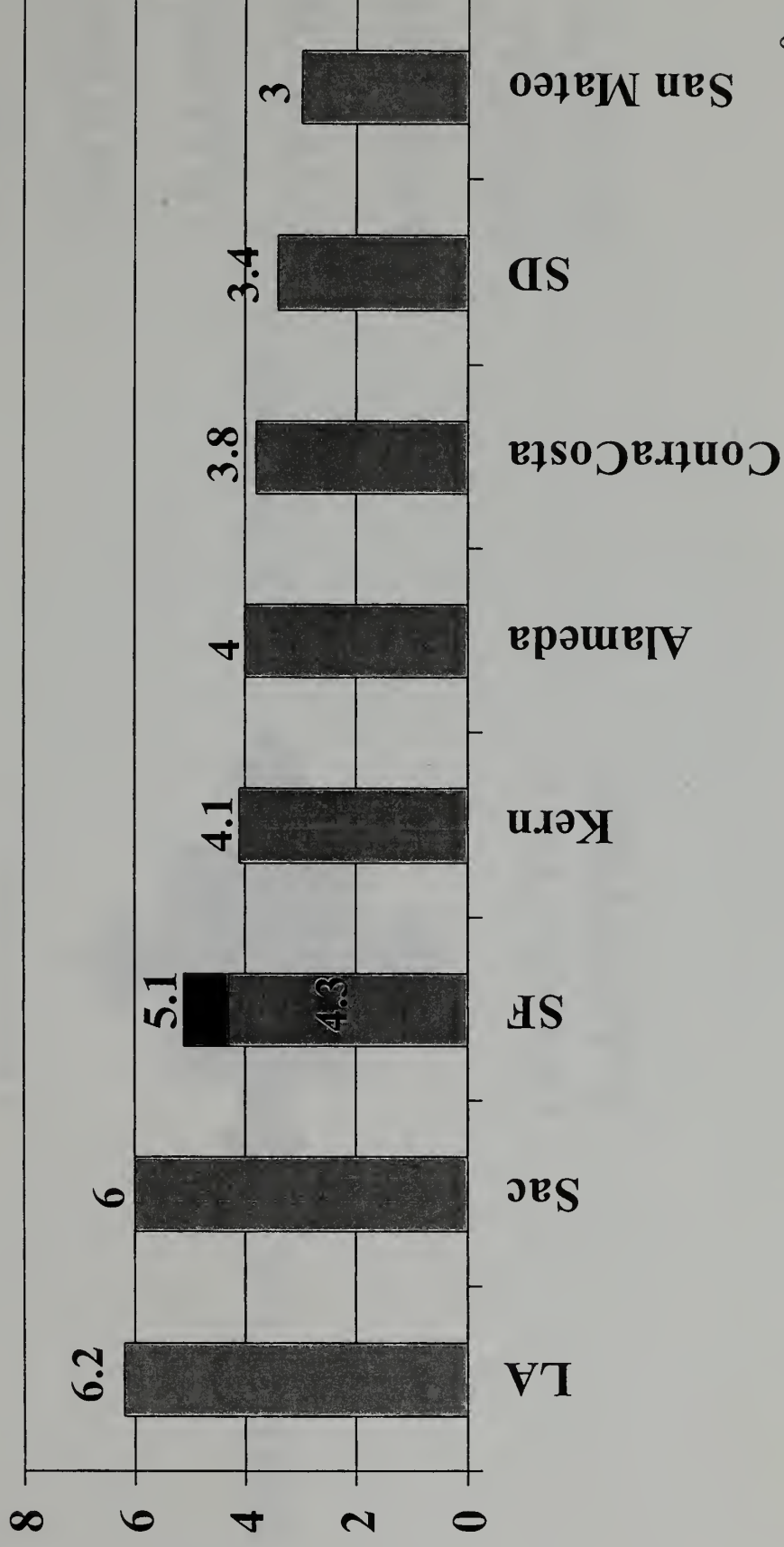
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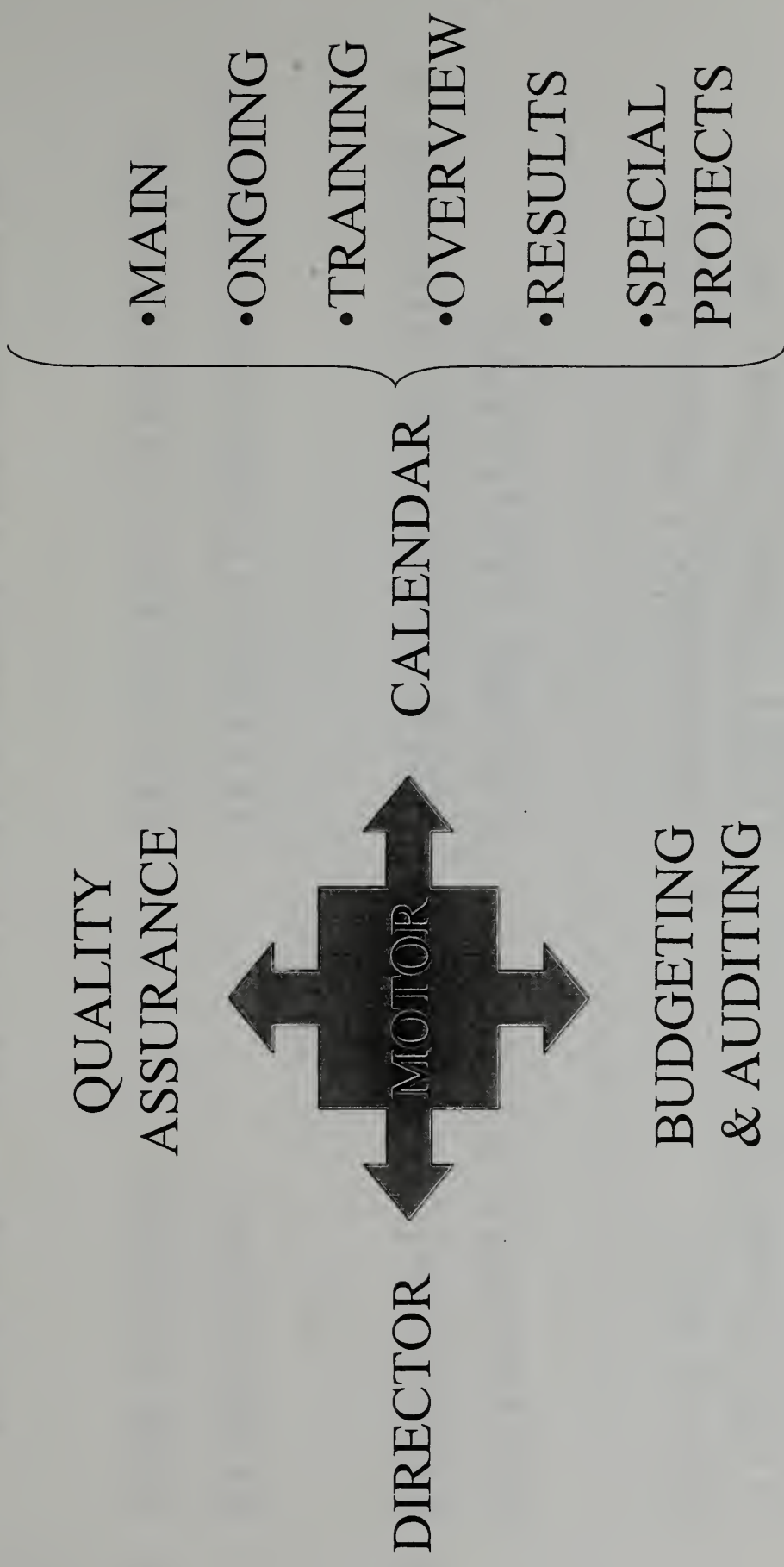
21 Permanent

3.75 Seasonal

Proposed Permanent Employees per 100,000 Registered Voters for San Francisco and Current Permanent Employees for Selected CA Counties



PLANNING PROCESS: NOV/01 + MAR/02



D.O.E. RENEWAL PROCESS

- STRATEGIC PLANNING • MATCHING RESOURCES TO ELECTION FUNCTIONS
- PERMANENT + SEASONAL STAFF • PROFESSIONAL DVLPT. + CROSS TRAINING
- QUALITY ASSURANCE • ORGANIZATIONAL + UNIT PERFORMANCE OUTCOMES

D.O.E. OUTCOMES

- STABILITY
- ACCOUNTABILITY
- EFFECTIVE RESPONSES
- PERIODIC REPORTING

APPENDIX 3: CACE REPORT TO MABEL TENG

DEPARTMENT OF ELECTIONS



1 Dr. Carlton B. Goodlett Place, Room 48
San Francisco, CA 94102
Phone: (415) 554-4375
Fax: (415) 554-7344

JUNE 16, 2000

The Honorable Mabel Teng
San Francisco Board of Supervisors

Dear Supervisor Teng,

As Director of the Department of Elections, I am grateful for the opportunity to include a cover letter with the Citizen's Advisory Committee on Elections (CACE) report on increasing the efficiency of the Department of Elections. I commend the CACE members for their hard work and commitment to improve the electoral process in our City.

The CACE report makes recommendations in the following areas:

- Staffing and Funding
- Dedicated Full Time and Technical Expertise
- Adequate Outreach Staff
- Staff Training
- Customer Service and Adequate Clerical Staff
- Purge of Voter Rolls
- Multilingual and Multimedia Services
- Polling Places/Poll Worker Recruitment
- Transparency of Canvassing
- Voter Turnout Evaluation and Enhancement Plan

In summary, the CACE report recommends that the Elections Department hire more trained staff, develop consistent policy and procedures, increase ability to inform the public, and conduct more thorough and diverse community outreach. I agree with all of the general points in the CACE report. With the appropriate resources, I would be pleased to implement many of their suggestions.

In response to the CACE and others, the Department of Elections has requested in the submitted fiscal year 2000-01 budget an increase of permanent staffing by one position – a deputy director. Although the proposed addition is not nearly as many positions as the CACE recommends (the report refers to at least 5 permanent positions plus additional temporary positions,) it is a positive beginning. The deputy director position will focus on improving business operations and developing consistent processes. Currently, the Department does not have a staff person to develop and track the budget, train new staff members, and streamline procedures. Additionally, the Department requests a one-time expenditure for increased community outreach costs associated with the new voting technology and district elections. This one-time funding request is a Band-Aid approach to solving the issues raised by the CACE report. I believe that in order to improve elections in San Francisco, community outreach must be an annual funding priority to reach the diverse population of our City.

I look forward to hearing from you if you have any questions about the report or funding specific recommendations. I can be reached at 554-0855.

Sincerely,

A handwritten signature in cursive script, appearing to read "Patricia Fado".
Patricia Fado
Director



**Citizens Advisory
Committee on Elections
(CACE)**

June 16, 2000

**The Honorable Supervisor Mabel Teng
San Francisco Board of Supervisors
City Hall
1 Carlton B. Goodlett Place
San Francisco, California 94102**

Dear Supervisor Teng:

The Citizen's Advisory Committee on Elections for the City and County of San Francisco (CACE) is pleased to enclose our report detailing the issues and recommendations surrounding the electoral process in San Francisco. The enclosed was prepared in response to your December 1999 request for a report on increasing the efficiency of the Department of Elections.

Members of the CACE are available to meet with you at your convenience to discuss the contents of this report. Please feel free to contact us through the Department at 415-554-4375.

Very truly yours,

**Kathy Grogan
Chair, Citizen's Advisory Committee on Elections**

**CC: The Honorable Willie L. Brown, Jr.
Ms. Patricia Fado, Director of Elections
CACE Members
Clerk, Board of Supervisors**

**SPECIAL REPORT
OF THE
CITIZENS' ADVISORY COMMITTEE ON ELECTIONS (CACE)**

Adopted by vote of the Committee on May 24, 2000

MEMBERS: Kathy Grogan, Chair of Committee; Christopher Bowman; Ed Canapary; Susan Horsfall; Marcel Kapulica; Joan Lewis; Anne Politeo; Laura Brainin-Rodriguez; Samson Wong, and Albert Reen (in memoriam). Jill Lerner of the City Administrator's Office served as an ex-officio member and Secretary of the CACE's ad hoc committee. Tom Owen of the City Attorney's Office provided the committee with legal advice. Former Acting Director Naomi Nishioka attended a few of the early hearings and newly appointed Director Patricia Fado and her assistants Jennifer Novak and Chris Hayashi attended its last meeting preceding this Report.

I. Introduction

On December 14, 1999, the San Francisco Board of Supervisors passed Resolution 1083-99 urging the Registrar of Voters and the Department of Elections to use every effort to protect the voting rights of all San Francisco voters and the CACE to review the accessibility and customer service for all San Francisco voters. The Board requested that the CACE provide a report on increasing the efficiency of the Department of Elections to the Board of Supervisors. (See Appendix)

Pursuant to that resolution, the CACE formed an ad hoc committee of its members to hold public hearings, both at City Hall and in the neighborhoods, to deliberate, and to make recommendations to the Board of Supervisors.

Hearings were held on January 19, January 26, February 16, February 27, March 9 and April 26, 2000. The February 27 meeting was held at the West Bay Community Center in the Western Addition at the invitation of the San Francisco NAACP, and was attended by nearly 50 members of the public. The March 9 meeting was held at the Moscone Recreation Center on Chestnut Street, and no members of the public attended.

Members of the public who testified before and/or provided written comments to the Ad Hoc Committee included: James Bryant, President and members of the A. Phillip Randolph Institute (APRI); Ed Canapary, pollster; Doug Comstock, Fair and Independent Reform of Elections; Eddy Dobbins, LGADDA; Otto Duffy, Poll Worker; Henry Evers, Common Cause; Tom Hsieh, Jr., political consultant; Ken Kong, API Vote 2000; David Lee, Chinese American Voter Education Committee; Norberto Martinez, CARECEN; Nathaniel Mason, President, SF NAACP and members; Richard Ow, candidate for Democratic County Central Committee; David Pilpel, political consultant; Bob Planthold, advocate for the Disabled Community; Alonzo Reese, President, LGADDA; Patricia Rodriguez, Mission Neighborhood Center; Verna Tam, Former Poll Worker; Holli Thier, Co-President, San Francisco Chapter, League of Women Voters; Frank Tsei, Asian Law Caucus, Chinese for Affirmative Action; Ron Vincent, APRI; John Paul Zenger, Poll Worker.

This report represents the findings and recommendations of the CACE.

II. Issues and Recommendations

A. Staffing/Funding.

Underlying many of the recommendations to follow in this Report is the need for adequate staffing and funding of the Department of Elections (Department). In the past year, the Department has experienced the greatest amount of turnover of managers and staff members that it has experienced in any 12 month period in the past decade. The Committee received testimony by David Pilpel that some of the people who staff the office on a day-to-day basis are filling temporary positions, and are not getting wages/benefits comparable to the expertise that they have developed in the Department or commensurate with wages/benefits received by their counterparts in the eight other Bay Area Counties. Overall staffing conditions have resulted in a lower degree of expertise, efficiency, morale, and accurate and timely services provided to the public.

Recommendations:

To assist in the recruitment and retention of Departmental personnel and provide for greater expertise, efficiency, morale, and accurate and timely services provided to the public, the CACE recommends:

1. Salaries/benefits for Department staff to be upgraded to be competitive with salaries for comparable positions in the Registrar's Offices of the eight other Bay Area Counties.
2. Staffing needs that have been filled on an ongoing basis through the use of temporary positions be converted to permanent positions, to increase morale and productivity of staff.
3. Staffing and funding be increased as noted elsewhere in this report with respect to specific identified needs.

B. Dedicated Full Time Technical Expertise.

The Department currently receives technical support from a part-time MIS person on loan from the Department of Telecommunications & Information Services. The MIS person has the dual responsibility of providing services to the Department and the public. The workload at this position is sufficient to require a full-time staffperson.

The primary MIS services provided to the Department are the maintenance of appropriate security and accessibility of the voter files kept by the Department. This function is the pre-eminent task of this staff position. This person would also handle the production of precinct lists and voter rosters for use on election day by poll workers, and ensuring that the processing of votes be accurate and efficient. In addition, the MIS services include the ongoing responsibility of maintaining the Department staff's hardware, software and internal network.

Beyond providing services to the Department, this MIS person has the responsibility of providing responsive and timely services to the voting public and campaign professionals. Such services include files of voters who have voted in previous elections master voter file, voters who have applied for an absentee ballot or have voted by absentee ballot, newly registered voters, and other specialized reports in a format that is user-friendly.

In 1999, sometimes these services to the public were neither responsive nor timely. Testimony received from David Pilpel and Committee member Ed Canapary (who is also a professional pollster) indicated that certain voter files sometimes were not provided by the Department in less than sixty days following a request, and that time-sensitive files on absentee voters took several days to produce. Furthermore, because the format used by the Department in providing the data that had been changed without notice, campaigns had to spend additional needless hours reformatting the information into a usable format.

In the past, under the old Sunshine Ordinance, the Department had provided such specialized services to the public and campaign professionals in return for a fee commensurate with the fair market value for such reports. It is unclear that the Department is authorized to provide such services under the provisions of the new Sunshine Ordinance, which provide only for retrieval of duplication, not labor costs.

In the future, as the Department enters the new technological age, there will be a need for the MIS person to monitor the progress of internet voting in other jurisdictions and electoral technical innovations and developments. This person would report regularly to the Director of Elections (Director) and the CACE on technology options.

Recommendations:

To ensure on-going technical support to the Department and timely services to the public, the CACE recommends:

1. A full-time position of MIS staff person be adequately funded, and filled.
2. The Department work with campaign professionals on providing data compatible with industry needs on a timely basis.
3. Legislation be passed to amend the new Sunshine Ordinance to allow the Department to provide specialized services to the public and campaigns at fair market value.

C. Adequate Outreach Staff.

San Francisco's voters are diverse linguistically and socio-economically. Voters vary between the most sophisticated internet users to those who don't know how to read. Although most voters are fluent in English, many are fluent primarily in a language other than English and some are functionally illiterate in any language, particularly seniors and newly naturalized citizens.

Currently, the Federal Voting Rights Act requires that San Francisco translate its election materials into Chinese, and the Department has elected to provide similar translations in Spanish. Following the 2000 Census, the need for translation into additional languages (possibly Tagalog, Vietnamese, and Russian) may be identified.

For the last year, the Department has had one outreach person fluent in English, Cantonese, and Mandarin who works with new Chinese American and English-as-a-Second-Language voters. The Committee received testimony from members of the A. Phillip Randolph Institute (APRI) which works to register and increase voter participation in the African American community and among the homeless. The organization leader, discussing a 1999 voter registration drive, alleged that the Department did not provide procedural materials for obtaining voter registrations when requested. APRI asserted that they had asked the Department to inform them of any problems with their registrations. No notification was forthcoming. The Department instead referred problem registrations from APRI directly to the District Attorney for investigation. The D.A.'s Office later found some voter registration forms to be invalid.

Additionally, David Lee and Holli Thier testified that the Department's outreach educational programs should be extended to other groups, beyond Chinese Americans for whom English is second language. Patricia Rodriguez and Norberto Martinez suggested that the Department provide educational programs for Spanish-speaking seniors in the Mission District and for Spanish-speaking immigrants going through the naturalization process on how to register to vote and to re-register to vote (which is critical for keeping the voter rolls clean and reducing the possibility of voter fraud), how to apply for absentee ballots, and the mechanics of voting.

It is our belief that the quality and extent of the Department's outreach policy will determine not only how well election information gets to the voting public, but also how well the Department is able to monitor and respond to the public experience in the electoral process. Special attention must be paid to voter registration of citizens who speak English as a second language. Some minority citizens groups may be able to assist the Department in its education efforts.

Committee member Susan Horsfall noted that beyond the Department's ongoing outreach requirements, there are two additional challenges for the November 2000 election – namely the Department's adoption of new optical scanning equipment for voting, and the institution of the new district elections system. The new optical scanning system needs to be explained not only to poll workers and the general public, but particularly to voters not fluent in English, the disabled community, seniors, and new voters. Additionally, according to an exit poll of the Chinese American Voters Education Committee (CAVEC) the vast majority of voters are currently unaware of the change to district elections. Over 90% of voters don't know which district they live. The Department currently has inadequate staff to meet these two critical needs.

Recommendations:

To expand and coordinate outreach services to voters for which English is not their primary language and to citizens who do not fully participate in the electoral system, the CACE recommends the following:

1. Two new full-time positions for community outreach staff persons be created, adequately

funded, and filled. One position should be fluent in English and Spanish. The second position should be fluent in English and either Tagalog, Vietnamese, or Russian. Additional staff should be hired as needed where the Federal Voting Rights Act requires coverage of new languages based on the 2000 Census. All outreach personnel, including the current position, would focus on segments of the electorate less likely to participate in the electoral process (by not registering to vote or exercising their right to vote), such as students and young adults, new citizens, seniors, residents of public housing, the homeless, and other special populations.

2. The Department contract with a public relations/media specialist for a full-time person to educate voters about the new optical scan voting system. The position is needed from July, 2000 until the end of the year. Hands-on demonstrations of the new voting system should be conducted in each Supervisorial district of the City. Additionally, any group requesting that the Department provide a demonstration of the new system should receive a presentation.

3. The Department contract with a public/relations/media specialist to educate eligible voters on district elections of Supervisors. Presentations should be made in all eleven supervisorial districts of the City. The position is needed from July, 2000 until the end of the year. The position should be filled by an individual with specific familiarity with San Francisco's neighborhoods and past experience with district elections.

4. The Department develop a coordinated outreach strategy, incorporating all the current voter registration information and election material appropriate to disseminate among eligible voters of San Francisco. Included will be complete documentation for each of the eleven supervisorial districts regarding district election procedures as well as the new optical scan voting technology. Absentee ballot procedures and a voter motivational message may be combined with this document. The outreach effort may employ public service announcements in local media outlets and civic organizations to disseminate information from the Department.

D. Staff Training.

The regulations and procedures governing the conduct of an election are complex and change from year to year. There are federal, state, and local laws governing every stage of the process. The Department has made prior requests for customer service training for staff that were not funded. There is a need for educational outreach on election procedures to campaign, petition drive, and voter registration organizations. David Pilpel testified about the need for the Department to develop comprehensive written procedure manuals for institutional memory and employee reference and training. The Elections Task Force, headed by the City Administrator of San Francisco, recommended in 1996 that the Department hire a training officer for Department staff. However, because of subsequent priorities of the Department and subsequent budgetary constraints, this position was never created or filled.

Recommendations:

To preserve the Department's institutional memory and to ensure full training of staff and educational outreach to campaign, petition drive, and voter registration organizations, the CACE recommends the following:

1. The Department create and maintain manuals setting out standard operating procedures and customer service procedures, with guidance from the City Attorney and the Ethics Commission staff (relative to local campaign finance disclosure).

2. A new full-time position of training officer be created, adequately funded, and filled to be responsible for:

- a. Developing and maintaining reference material for use by staff and the public;
- b. Providing workshops for staff as needed;
- c. Training temporary help and poll workers; and
- d. Conducting workshops for campaign, petition drive, and voter registration organizations.

E. Customer Service and Adequate Clerical Staff.

Due to understaffing, the Department currently engages in crisis management for processes such as inputting and purging voters from the rolls, checking signatures on initiatives, in-lieu petitions, nomination papers, absentee ballot applications and absentee and provisional ballots, and updating the voter/voted file with the most recent election information. In cases where the electoral cycle has overlapped, such as the November/December Mayoral elections of 1999 and the March primary of 2000, the staff gets diverted from year-round duties to fill the immediate needs of processing elections. When staff gets diverted from routine clerical duties, huge backlogs of clerical work develop, such that affidavits, applications, databases and files are not updated or available to the public on a timely basis.

Specific concerns have also been raised before the Committee about the process of requesting and returning absentee ballots. Voters who cannot remember if they requested the application have called the Department and were not able to get an update on the status of their request. Additionally, David Lee expressed concern that the Department did not have an adequate tracking system to determine whether absentee ballot requests came through the initiative of the voters, campaigns, or independent expenditure committees. As a result, the Department is inundated by duplicate applications. NOTE: The Department periodically provides reports on the number of applications coming from specific sources, but these are not prepared daily, since applications received are not always processed within 24 hours of receipt.

Representatives of the APRI testified that the Department's hours of operation for Early Voting are not well known, and that the Department has at times closed before the posted hours, especially during the early voting period. This has complicated APRI's operations as they went through the effort of transporting voters to City Hall only to find the polls closed.

It is particularly important that the front desk staff, which disseminates information to and has contact with the public on a day-to-day basis, be adequately trained. The expectation should be for the Department to reasonably provide correct information the public can rely on.

Recommendations:

- I. To improve customer service the Committee recommends the following:
 1. Create manuals of synopsis of Department procedures and publications.
 2. Update all publicly accessible mediums such as websites and voicemail with current information.
 3. Phone
- II. To ensure continuous clerical operations in the Department so that backlogs don't develop and to address other customer service concerns, the CACE recommends the following:
 1. Full-time permanent and temporary positions be created, adequately funded, and filled for clerical staff with appropriate skills (such as signature checking experience) to perform the on-going and seasonal work required of the Department in a timely and efficient manner.
 2. The Department allow is clerical personnel to perform their normal duties to the greatest extent possible.
 3. The Department set service standards to provide for the timely processing of absentee ballot applications and perform tracking to ensure that the processing is timely.
 4. The Department educate the public about its hours of operations and adhere to those posted hours, especially during early voting.

F. Purge of Voter Rolls.

San Francisco's voter registration rolls have not been reviewed and purged on a regular basis over the past twenty-five years. As a result, there is a lot of deadwood on the voter rolls, understating voter turnout, contributing to the large number of provisional ballots cast in San Francisco elections, increasing printing and mailing costs for the Department for each election, which slows down the voter count, and increasing printing and mailing costs for campaigns. The maintenance of the voter rolls is one of the foundations of the efficient operation of the Department. Holli Thier expressed to the Committee the concerns of the League of Women Voters that the rolls be purged.

Recommendation:

The Department develop an on-going procedure for regularly maintaining the integrity of the voter registration lists. The success of the plan will depend on annual allocations of funding the resources necessary to address this program.

G. Multilingual and Multimedia Services.

Currently, the Department provides voting materials (ballots and voter information pamphlets) in Chinese and Spanish on request. It was pointed out to the Committee by Holly Thier, David Lee, Tom Hsieh, Jr., and others that other materials provided by the Department, such as instructions to candidates and campaign forms, are only in English. Tom Hsieh, Jr., Frank Tsei, and Richard Ow also testified that in previous elections, the absentee ballot envelope's instructions were not translated into Chinese. This resulted in some absentee ballots being mailed by voters without the required signature, thereby negating their votes.

In the March, 2000 election, 16,709 Chinese-American and 3,376 Hispanic-American voters requested bilingual materials. According to the Chinese American Voters Education Committee and other groups providing services to new citizens and voters for whom English-is-a-second-language, these numbers represent less than half of the actual populations of voters in San Francisco for whom Chinese or Spanish is their primary language. There are approximately 54,000 Chinese American and 33,000 Hispanic American registered voters in the City. Additionally, there are other substantial populations of native speakers of languages other than English, such as Tagalog, Vietnamese, and Russian for whom election materials of any kind are not available in their native languages.

Additionally there is a significant population of voters among all language groups who are functionally illiterate, for whom printed materials in any language are of limited or no use. Patricia Rodriguez expressed her concern about the seniors at the Mission Neighborhood Center who had difficulty reading complex voting materials – the forms are too long and seniors cannot understand everything. Norberto Martinez suggested that the Department produce audio-visual educational materials for people going through the naturalization process.

With respect to language issues that appear on the ballot, the trilingual optical scan ballots that were used in the pilot project for the new voting system had the Chinese language characters printed in a smaller font that was difficult to read.

Finally, in some past races, Richard Ow and others testified that candidates' names were not transliterated according to the candidates' preference.

Recommendations:

To improve multilingual and multimedia services, the CACE recommends the following:

1. The Department increase the catalog of materials that are being translated into Chinese and Spanish to include every document routinely provided the public produced in English.
2. The Department take active measures to ensure that all Chinese American and Hispanic American voters for whom English is not their primary language apply for and receive voter materials in their native languages.

3. The Department provide audio-visual educational materials in English, Mandarin, Cantonese, and Spanish for functionally illiterate voters.
4. The Department conduct an evaluation of whether there is an under-served need for bilingual or audio-visual materials and, to the extent a need is identified, develop a plan and funding to provide those materials to under-served voters. Such a plan should take into account the 2000 Census results.
5. The Department develop mono-lingual ballots in English, Chinese, and Spanish under the new optical scan system for the November 2000 election. Should additional languages be required under the Federal Voting Rights Act by the 2000 Census, such mono-lingual ballots in addition to English, Chinese, and Spanish be prepared for subsequent elections.
6. The Department develop forms and procedures to solicit and ensure candidates' preference of transliteration or translation of their name into other languages are printed on the ballot.

H. Polling Places/Poll Worker Recruitment.

The Department has the task of identifying and maintaining a list of nearly 650 polling places throughout the City for every election, and staffing each site with at least 3 people who are willing to work a 16 hour day for nominal pay in sometimes spartan conditions.

Committee member Ed Canapary, clerk and Inspector, Elizabeth Canapary, , who have staffed polling places for years, testified that the pay for poll workers is barely minimum wage and that to recruit and retain trained poll workers, the pay would have to be significantly increased.

The need for reliable poll workers has been evidenced in the past when there were complaints about polling places not opening on time or not opening at all. Several residents from Bayview/Hunters Point testified that this was a chronic problem in their neighborhood.

Additionally, some poll workers lack knowledge about the voting processes, such as when to use provisional ballots and proper ballot security procedures. Doug Comstock testified that many ballot boxes were not properly sealed in recent elections. NOTE: Naomi Nishioka replied that the problem was that some of the seals were too small and that larger seals had been ordered for the March, 2000 primary. The Committee also takes notice of the fact that the new optical scan voting equipment will no longer require the use of the old ballot boxes with required seals. In the upcoming election, poll workers will also require training on the new optical scan voting system.

David Lee and Frank Tsei testified there are not always sufficient bilingual poll workers available to staff every polling place requiring their services.

Bob Planthold testified that some polling places lack adequate light, heat, or handicap accessibility. In some cases, polling places were difficult to reach for some voters, such as when they were located on a hill or required stairs to gain access.

Recommendations:

To ensure that election-day activities of the Department occur efficiently and do not inconvenience voters, the CACE recommends the following:

1. The Department's budget incorporate pay increases for poll workers with experience or who are bilingual in English/Mandarin, English/Cantonese, and English/Spanish (as a minimum). Compensation for experienced poll workers might be tied to a future living wage.
2. The Department improve its poll worker training. As the Department will be instituting its new optical scan voting system, every poll worker (inspector and clerks) should be required to attend poll worker training for the November, 2000 election, including hands-on training on the new optical scan voting system. Additionally, information about the voting process should be made available at all polling places to which poll workers may refer.
3. The Department conduct a comprehensive, walk-through inventory of polling places prior to the November election to include surveys for accessibility and maintain a photographic record of polling locations.
4. The Department make vigorous affirmative hiring efforts, including increased compensation, to increase bilingual poll worker recruitment and retention.

I. Transparency of Canvassing.

It is fundamental to the mission of the Department that the public, media and campaigns have confidence in the integrity of the vote counting process. The Committee received testimony from Doug Comstock and from APRI that the Department changed its policies with respect to election day observers and that these changes impeded their efforts to monitor the vote count after the polls closed. In the past, the Department allowed observers, escorted by Department staff, to see all stages of the canvassing in progress. In recent elections, since the return of the Department to City Hall, observers' movements have been restricted (due, in part, to the layout of the basement of City Hall).

The Department has not developed written standard operating procedures (in consultation with the media and campaigns) to provide adequate monitoring of the vote counting process while preserving the integrity of the process and minimizing interference with the canvassing duties of the Department.

Committee member Susan Horsfall testified that the presence of a media person with the Department helped to ameliorate concerns of media and the campaigns about the vote counting process, for the November, 1999 election. The use of video monitor screens to display citywide and precinct results on specific races also helped educate the public. The Department did not have a media spokesperson for the December, 1999 and March, 2000 elections, nor did it display results in the March, 2000 election. Horsfall added that the use of the portal next to the computers (which count the vote) was inadequate to provide the public, media and campaigns with access to observe the process.

Recommendations:

To improve confidence in the integrity of the vote counting process by the public, media and campaigns, the CACE recommends the following:

The Department develop election day policies and procedures (in consultation with the media and campaigns) and review them with stakeholder community groups prior to the election. The plan should include consideration of:

- a. The use of video camera monitors within the Department so that the need for in-person visual observation of vote counting is minimized;
- b. Posting video monitoring screens in large central areas accessible to the media, Campaigns, and public where live video, of the vote counting process and updated election results are visible;
- c. Upon request, conducting pre-arranged tours for a predetermined number of staff from each interested campaign, members of the media, and the public (as possible) for regular and orderly tours of Department facilities on election night; and
- d. Regular media and campaign briefings during the course of election night, with appropriate levels of staffing to avoid frustration and confusion.

J. Voter Turnout Evaluation and Enhancement Plan.

Committee member Christopher Bowman testified that voter turnout is substantially below the City-wide average among tens of thousands of San Francisco voters including students and younger voters, the poor (renters, those living in public housing and Single Room Occupancy hotel rooms, and the homeless), and new citizens and voters with limited English skills. The Committee received inconclusive testimony on the causes of lower voter turnout. The disparity may be caused by a need to clean outdated voter files from the voter rolls, or a preoccupation by some potential voters to meet the basic necessities of life or with one's career. Additionally, there may be problems with the current (as well as future) voting systems among voters less technologically inclined or functionally illiterate.

Until more studies have been conducted, targeted efforts to increase voter turnout among some voter constituencies will not be fully effective.

Recommendations:

To increase voter turnout, the CACE recommends the following:

1. The Department take all possible and legal measures to clean up the voter rolls, and develop comprehensive, ongoing procedures to maintain and update the voter rolls.
2. The Department contract with a research firm to survey registered San Francisco voters who

have participated in less than half of the elections in the past years, as well as students and younger voters, the poor, and new citizens and voters with limited English skills to determine the causes for low voter turnout and make recommendations to the Department, Board of Supervisors, and the Mayor on how to increase voter turnout.

3. Identify those communities and precincts that have low registration and turnout rates and target resources to increase registration and turnout rates in such communities.
4. Provide information about these below rates registration and turnout rate communities and precincts to organizations that can work with the Department of Elections to increase their rates of registration and turnout.
5. The Department's budget include funds to purchase promotional items, such as "I voted today" buttons/stickers, and other motivational tools to inform voters of upcoming elections and increase voter participation.
6. The broadcast of a public service announcement on local radio and television stations prior to the twenty-nine day close and election day reminding the public to register to vote, and to vote respectably, may be a valuable tool in stimulating greater turn out.

